#### REPORT RESUMES

ED 017 583

DECENTRALIZATION, WASTING FOR SOMETHING TO TURN UP.

BY- TOBIER, ARTHUR

CENTER FOR URBAN EDUCATION, NEW YORK, N.Y.

PUB DATE 28 AUG 67

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DESCRIPTORS- \*DECENTRALIZATION, \*PROGRAM PROPOSALS, \*BOARD OF EDUCATION POLICY, PUBLIC SCHOOL SYSTEMS, SCHOOL COMMUNITY RELATIONSHIP, BOARDS OF EDUCATION, COMMUNITY INVOLVEMENT, IS 201, NEW YORK CITY, FORD FOUNDATION

PROFOSALS BY THE NEW YORK CITY BOARD OF EDUCATION FOR SCHOOL DECENTRALIZATION ARE REVIEWED. PROPELLED BY THE BOYCOTT OF I.S. 201, THE BOARD ULTIMATELY DEVELOPED SEVEN PROJECTS WHICH WOULD ENCOURAGE COMMUNITY INVOLVEMENT. THE PROPOSAL OFFERING THE GREATEST POSSIBILITY FOR COMMUNITY PARTICIPATION WAS ONE WHICH SUGGESTED THE CREATION OF TWO EXPERIMENTAL UNITS COMPOSED OF A MIDDLE SCHOOL AND ITS FEEDERS. ONE UNIT WAS TO BE ORGANIZED AROUND A JUNIOR HIGH SCHOOL ON THE WEST SIDE OF MANHATTAN, AND THE OTHER UNIT WAS TO CONSIST OF 1.S. 201 AND ITS THREE FEEDER SCHOOLS. BOTH PLANS COLLAPSED. OF THE SIX OTHER PROPOSALS, ONE FOR BROWNSVILLE IN BROOKLYN COULD NOT GAIN COMMUNITY SUPPORT, AND THE OTHERS WERE EITHER POSTPONED INDEFINITELY OR THE BOARD DID NOT DEVELOP A SPECIFIC PLAN TO IMPLEMENT THEM. FINALLY, A NEW DECENTRALIZATION SCHEME INVOLVING THREE NEW EXPERIMENTAL UNITS WAS ANNOUNCED FOR WHICH THE FORD FOUNDATION WOULD PROVIDE PLANNING GRANTS TO ENABLE EACH UNIT TO DEVELOP ITS OWN PROPOSALS FOR A GOVERNING BOARD. HOWEVER, IN THIS PLAN THE BOARD OF EDUCATION WOULD HAVE VETO POWER OVER THE PROPOSED LOCAL GOVERNING BOARD, ITS PROJECTED PROGRAMS, AND ADMINISTRATORS AND SUPERVISORS. THE TEACHERS UNION AND THE COUNCIL OF SUPERVISORY ASSOCIATIONS HAVE EXPRESSED SOME RESERVATIONS ABOUT THE ESTABLISHMENT OF ELECTED LOCAL SCHOOL BOARDS. OTHER ISSUES TO BE FACED INVOLVE POSSIBLE CONFLICTS WITH CERTAIN STATE EDUCATION LAWS AND DETERMINING WHETHER THE EXPERIMENTS IN DECENTRALIZATION ARE ADEQUATE AND "WISE." THIS ARTICLE IS PUBLISHED IN "THE CENTER FORUM," VOLUME 2, NUMBER 2. (NH)

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE STATED GO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION OFFICE OF EDUCATION

Vol. & No. 2 August 28, 1967

POSITION OR POLICY.

ralization: Waiting For Something To Turn Up Of v5" Decent

zation probably became an imperative in New York at the moment parents in Harlem boycctted the opening decentralization have been suggested and experiments designed. What effect all of this will have on education over Before that point, many observers feel decentralization could have been dealt with by the board within both the short- and long-term it is too early to say. This report is an attempt simply to place the effort thus far to ce and concerns. After that point, the matter was drawn irrevocably into the political realm where the llity to exercise effective authority has become increasingly unsure. Since then a lot of proposals for e in some perspective, board's abi decentraliz its own par of IS 201. Decentrali

boycott closed the school for a week during which system acted only in reaction to crisis. It attempted to iessional bureaucracy -theil itself out by replacing the School's white principal with a nee, a woman, declined, refusing sional manner. Further, the teaching staff threatened to resign unless the in any but a profesis, opened the door 20 and again on February 17, the principal. The nomiaffirmed. When the board agreed to work toward a compromise soternatives - it set in motion forces that are just beginning principal's appointment was reto make themselves felt. On October board announced "a desire to experiment with varying forms of depolvement." During the winter, it and community in-Stime the prof The IS 201 for outside al Sof the school Negro acting lution - that centralization to be treated

involvement, that the board saw as possible ways of achieving decentralization:

- school district into two smaller of a current districts each with its own local school board and district super-1. Division
- grouping of schools, possibly feeder intermediate and prischool board area of a small many schools. Such a cluster including a high school and could contract for special ser-2. Establishment within vices as it needed them.
- 3. A demonstration district of small size with representatives staff, that sought to make more Such a demonstration could also of the community, parents, and effective use of such people in experiment with new approaches the conduct of school programs. to teacher training and cur-

success to get Mc-

ried without

only one offered the prospect of passing on any real authority to the community. This was the first project which called for the creation of two exsisting of a middle school and its perimental school units, each confreders, under the supervision of an elected board. One of the units was diverse urban renewal area on the to be in a socially and economically upper West Side. The unit consisted of Joan of Arc Junior High School, and PS 75, 84, 163, and 179. The other unit consisted of IS 201, and ?5 24, 99, and 68, in Harlem.

The boards or these units were to be designed in consultation with each achocl's perent association, community trator who had at least the equivathen would select a unit adminislent of New York state certification elected by the community. Each elected board pus pur teaching staff, representatives,

he referenced and who

But even in this instance, in which authority was to be transferred to the local community, the transfer The elected board was given little schools. Teacher assignments resupplies, and maintenesce fracts would still be assigned to individual mained subject to agreements with the United Federation of Teachers and the Council of Supervisory was qualified in important respects. leeway in handling budget allocations and personnel. Textbooks, Associations (principals and superintendents).

that existed in September, and the oun of Arc community showed the self to be hopelessly fragmented on establishing criteria for comment perticipation. Kerty is June and of fallen back into the same impasse between community and teachers In less than a month IS 201 had the fundamental issues of the ir of the elected board

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four kinds of exments, all calling for community about decentralization d some two weeks this statement the poard spelled out decentralization in tices, and personnel of the school Throughout this period the board made no formal commitment to defor decentralization by December 10, 1967. The next day the board distributed a 6,000 word policy ater at a public meeting. In all terms of the existing structure, practhe state legislature, in response to Mayor Lindsay's request for more directed the mayor to submit a plan closing passage centralization. At the end of March state aid for New York City schools, which it adopted but 400 words of nietarchy. The nowever, listed statement

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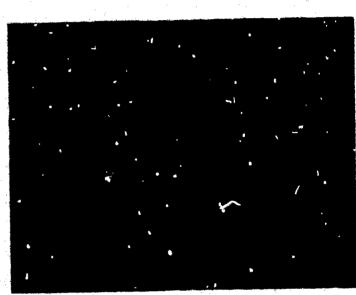
the superintendent to formulate The policy statement included the lact that the board "had requested and present to it, as soon as possible, pecific proposals."

# The First Specific Proposal

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other unit consisted of IS 201, and and PS 75, 84, 163, and 179. The of Joan of Arc Junior High School, alled for the creation of two experimental school units, each connsting of a middle school and its leeders, under the supervision of an elected board. One of the units was to be in a socially and economically diverse urban renewal area on the upper West Side. The unit consisted PS 24, 39, and 68, in Harlem.

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experiment, and most of the people benefits from special zoning and has the city), voted not to be part of the active in school affairs in the community began to leave town for the participation. Early in June one of the Joan of Arc feeders, PS 75 (which one of the highest reading scores in between community and teachers oan of Arc community showed itself to be hopelessly fragmented on the fundamental issues of the charac-In less than a month 15 201 had ter of the elected board and on allen back into the same impasse that existed in September, and the establishing criteria for commun

### E'x Other Proposals

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tially for the not-novel involvement tional program in four to six schools ad university faculty was suggested mechanics of choosing any indication that the community would be riduals would be trained for subpera-professional jobs. Mr. id the response from coverning leasers of percents, staff, the extent that indiof a university in guiding the educaand central Brunz. A card would be anything but adproject called esses-The third he board or in the grath visory. The arvolved to A MOR the

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The problem of planning for siable tract segutiations with the UFF. correllment and the phoning out of forcetter die board went zato condecemberation was put off for the beseits decemention archemistre high schools. Shortly ng of a series of programs that had been designed to encourage deregregation and integration, manchy open received schools in fever of coma few weeks by the halking or curtain policy statement was followed within

ist contential on June 14. It described the city school system as "ashrift on I for actions of moress and counterover set off a berrage of criticism thick was summerized by the Men The Free a see of imdecision" with 'mohody ing the venet moving on lack Tenes in an une churched course." 

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# THE CENTER FORUM

Center for Urban Education, a Regional Education Laboratory of the United States Office of Education, Department of Health, Education, and Walland

Executive Editor: David E. Outerbrid Editor-in-chief: Harris Dienelifiey

Editor: Arthur Tobler

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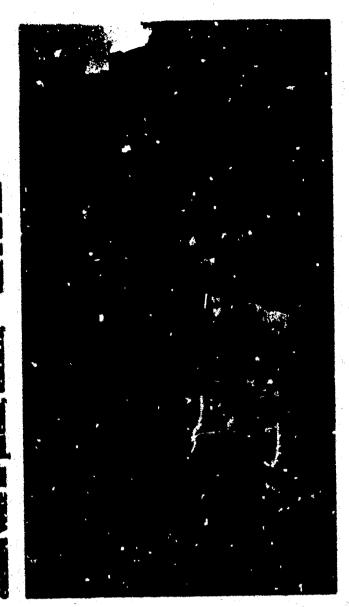
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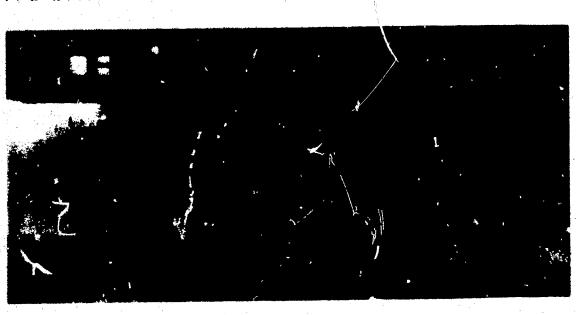
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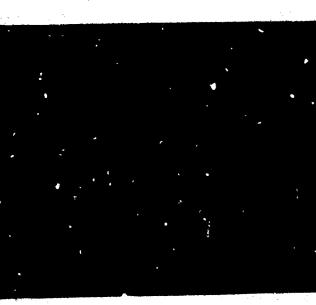
Two Bridges and Ocean Hill kree of extensive to ich establiching the several layers ave shaped an educational pro-The speed with which each has moved, reflects certain In the first five weeks since the if a governing structure necessary remities here involved themselves pin work. To some degree they alliand resilities in the currectionity. A with 15 Mil he several oged's semonmount the com

school-community workers; nortic services for children; and The grant eurnanted support peases; training institutes for pargoverning board members, a teachers metitute; medical, paychological, and educational diagmer for election exover the sa

of two Negro males on the city's principal list, was hired as planning Spender, a project spokement, several subcommittees have been a Negro school art supervisor, one of approximately 100 parents and surly at 15 201. According to David formed on which both teachers and parents work. Andrew Donaldson, Since mid-July a planning group achers has been meeting regudeninistration.

its proposal to be ready around the August, when volunteers began to the proposal was Mr. Speecer said the planning committee expects a first draft of beginning of September. As of raidcanvass voters for the governing still completely fluid. courd election,

greenent had been reached on the sheap of the governing beard a parents (two from each achool said that beatifye thereof by ordered presents; five con-Mr. Spender



To But Michelle Seiter

and spring, and Mr. density and at some pairs at larges to perticipate e community leadors nes back with the news mounity school leaders ini - to denday their to the IS Mil mentioning and the Electera bender munity school leaders. Mr. Bunky stolled the d to form a tesk force. as also bately so interest te on the board's passel a "Penyle's Board of thed his staff - including d in school decentralitorge Bearly was saked sides into East Harben at joining such a group al meetings throughou OUNDATION Learn the IN Mil brough do contacts with a sea

ion, the State Education Department, the universities, and the other ... such as Mayor Lindony's e support of other concerned studying decentralization, te Human Resources Administraat it maintained that in order to the the other work on its own he existing system had to be perthe In addition, Ford searched at the communities had to grain the give manny to support pilot florts for increased public parties regree. Reed said it would help consume the name it permanent. mined to support it as weeth as posa commercial get more money. and the state of the schools, but sould not support an expended The Ford Foundation was willing

and for the board has such commany would administer a model school district and what it conceived of as its relationship to the board.

is the Comment's

for at least the next several months the burden of giving flesh to the here bosed ideas of decentralization Iwo Bridges and Ocean Hill have In the fast five weeks since the its conditioning the several layers of a governing directore necessary to large work. To stone degree they gram. The spead with which ouch group his moved reflects certain court's semomentation the consemities have involved themselves here shaped an educational procontext (vish. IS 201 has several. political reslition in the community roots with those communities. on Sumbering Con

Rord's biggest pleasing great, 165,000, was made to the Community Association of the Rest Harbon Trinezge Inc., on bahalf of a local governing board which will be cleated in mid-September and which will be will administer a free-chool unit (IS 2M and its feeders, PS 24, 39, 68, 135).



Spracer, e project spokement, several subcommittee; here been formed on which both teachers and parents work. Andrew Donaldson, a Negro school art supervisor, one of two Negro mades on the city's principal list, was hired as planning administrator.

Mr. Specces said the planning committee expects a first draft of its proposal to be ready around the beginning of September. As of mid-Angust, when volunteers began to canyase voters for the governing laserd election, the proposal was still completely fluid.

Mr. Spencer and that tentairies agreement had been reached on the same parents (two from each achool) cleated by achool parents; five commenty leaders elected by parents from candidates offered by parents from candidates offered by our candidates offered by our conditions; five teachers (one from each school) chosen by UFT chapters; and one achool ad-

But a UFT representative raid the board's comprantion was still an issue, as were many questions above constrolling expanditures and the use of personnel.

Unit (HESCS, PS 1.2.C, and 126) is part of the others district the chart district the Section 10 appoint Missisters as to district superiors to be the conflict-ridge one is the form of the others. It is the laws of its absorbt and the laws conflict-ridge one





immediately when it was asked to garten groups, poverty agencies, and adult education. The community, not surprisingly, responded The school population is also a substantial Chinese population. Some 70 per cent of the chil-There is experience of community the use of classrooms by prekinderunds and the most ethnically diabout 40 per cent Puerto Rican, and 15 per cent Negro. There is dren speak Spanish or Chinese. The unit has an established relationship with its local school board involvement in the schools through which the other two units lack) develop a proposal for a grant.

Council (funding agent for the \$40,000 grzat); six parents chosen governing board when the project is implemented. The council intives chosen by the membership associations of the five schools, including one at-large and six teachers chosen by the UFT chapters (includcouncil was set up before school ended in June which the model for the cludes six community representa-Two Bridges Neighborhood district chairman, by the parents UFT will serve 25 1 \$40,000 grzat); A planning representative;

where school educators discuss their experiences and answer questions. The parents will presumably become the core of parents councils to be formed in each school, a structure in which parents will be able to question (but not determine) policy in the schools.

Two weeks ago the planning council held the first of several open meetings to discuss their progress. Last Thursday, a first draft of the propoxal to be submitted to the board was made available. Its contents will be aired at a second public meeting mid-August. When the proposal is made final, the planning council will set a date for

elections.

According to the unit's proposal for planning funds, Two Bridges wants its 19-man governing board to be granted full fiscal authority, the right to hire staff and consultants, and full power in choosing curriculum and setting educational standards.

In addition to an administrator, the board would appoint husiness managers for each school. It would also regularly make available, to the public all statistics concerning the unit, from broken windows to math some from teacher turnower.

# A Community Reconstituted

grams directed to Bedford-Stuvmunities is like being the smallest The substance of the poverty pro-Ocean Hill-Brownsville school project is being run at the of oid apartment houses and singlefamily homes. Two years ago it did not exist as a community. Being on the periphery of two slum comin a family of hungry children. vesant ran thin by the time it reached Ocean Hill. That is perhaps why the community organized around the schools when a new one butt end of Bedford-Stuvvesant where it edges into Brownsville, a poor working-class neighborhood opened and another was promised.

The changes that took place to give the community a focus is credited to a young Catholic priest, Rev. John Powis, who with his broken nose resembles Knute Rockne. Last year, in protest against not being represented on the local school board (District IT takes in Ocean Hill, Crown Heights, East Flatbush, and Brownsville but draws its board members, since reorganizing two years ago, only from East Flatbush and Crown Heights), residents of Brownsville and Ocean

the board failed to respond. After four months, Father Powis and Rev. Milton Galamison of the Siloam Presbyterian Church in Bedford-Stuyvesant led a group of community residents in a short-lived insurrection at 110 Livingston Street. A short time later, Ford made contact with the Ocean Hill community through Father Powis.

When the planning grant was made, Father Powis mobilized the community by having nuns out at 8 a.m. ringing doorbells and working a sound truck announcing the "opportunity to vote for representatives to a board that would operate the schools." The response in a community where apathy had been the norm was the registration of some 1,800 parents to vote.

Before the school serm ended in June, meetings were held with parents and teachers to establish guidelines for composing a governing board and defining its authority. There was disagreement between teachers and parents on specific details, but agreement on broad principles. Details were left to be worked out during the summer by planning representatives of the perent associations and UFT chapters. Our Lady of Presentation

the use of classrooms by prekinder-garten groups, poverty agencies, and adult education. The community, not surprisingly, responded immediately when it was asked to develop a proposal for a grant.

loseph Laspro, a teacher, who was \$40,000 grant); six parents chosen by the parents associations of the Council (funding agent for the five schools, including one at-large representative; and six teachers chosen by the UFT chapters (includ-UFT district chairman, chosen as chairman of the planning as the model for the board when the project in by the membership of Two Bridges Neighborhood A planning council was set up is implemented. The council includes six community representabefore school ended in June which will serve tives chose committee) governing ing the

When the governing board is conciputed, it will also include a principal chosen by supervisory-level people. The community representatives will be chosen in a community-wide election open to all residents of the area over 18 years old.

a "community education" program of a series of 15 seminars each school, selected by their parent associations, are being put through subcommittee has been for the job of unit administrator. community workers work ten hours weekly. Full planning council meetcommittees meet once a week. A In addition, 50 parents, ten from The unit has a storefront office on put in a 30-hour week; parents and ings are held twice a week. Suband screening resumes Street. The sin teachers Catherine personnel consisting soliciting

of the proposal to be submitted to the board was made available. Its contents will be aired at a second public meeting mid-August: When the proposal is made final, the planning council will set a date for elections.

According to the unit's proposal for planning funds. Two Bridges wants its 19-man governing board to be granted full fiscal authority, the right to hire staff and consultants, and full power in choosing curriculum and setting educational standards.

In addition to an administrator, the board would appoint business managers for each school. It would also regularly make available, to the public all statistics concerning the unit, from broken windows to math scores, from teacher turnover to student suspensions.

The program would also create six-man parent-teacher councils (two parents, two teachers, two community residents) to meet monthly with the principal in each school to discuss school matters.

The substance of the poverty programs directed to Bedford-Stuyvesant ran thin by the time it reached Ocean Hill. That is perhaps why the community organized around the schools when a new one opened and another was promised. The changes that took place to

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posed new school, IS 55, with the ment. The group submitted a progive the community a focus is Rev. John Powis, who with his proken nose resembles Knute not being represented on the local Ocean Hill, Crown Heights, East Flatbush, and Brownsville but draws its board members, since reorganizing two years ago, only from East dents of Brownsville and Ocean Hill founded an independent school Out of this group developed a steering committee to open a procommunity involved in manageposal to the board in January, but credited to a young Catholic priest, school board (District 17 takes in Rockne. Last year, in protest against Flatbush and Crown Heights), resi Poe.

S a.m. ringing doorbells and working a scund truck announcing the "opportunity to vote for representatives to a board that would operate the schools." The response in a community where apathy had been the norm was the registration of some 1,800 perents to vote.

hattan, Rhody McCoy, as the unit's tion through which Ford made its \$44,000 grant, hired the acting principel of a "600" school in Manters. Our Lady of Presentation Church, the community organizaprinciples. Details were left to be worked out during the summer by parent associations and UFT chaplune, meetings were held with parents and teachers to establish There was disagreement between leachers and parents on specific details, but agreement on broad Before the school term ended in ruidelines for composing a governng beard and defining its authority planning representatives of planning administrator.

Mr. McCoy is almost certain to be the community's choice as administrator of the eight-school unit (JHS, 271, IS 55, PS 73, 155, 87, 197, 144, 178). If he is chosen by the governing board, he will be a severe test of the board's willingness to let the community do what it wants. Mr. McCoy, a Negro, has been the administrator of a public school for eight years. But he has never been given the fuil title or the salary. Whatever the circumstances surrounding this situation, he appears to be anathema to 110 Livingston Street.

The unit's proposal, completed at the end of July, calls for a 25-man

